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The Inspector General Brief AFRP 90-1 January-February 1997 Volume 49, Number 1

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on our cover

A crewmember in the C-17 simulator at Charleston Air Force Base. Cover photo by Senior Airman Jeffrey Allen.

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his month's issue of *TIG*Brief provides a quality
mid-course correction of
sorts for the inspector general and
wider Air Force community.
We've attempted to provide a
variety of articles which illustrate
the metamorphisis the Air Force
has experienced. From our signature article to articles on training
and metrics, to institutionalizing
the installation inspectors general,
and the changes to the Baldrige
criteria, we'll try to provide a look
at where we should be headed.

Lt. Gen. Richard Swope, the Air Force Inspector General, provides our signature article on quality and performance. He discusses how the Air Force has institutionalized a quality culture now embedded in every Air Force unit and states that our core values must mesh with this quality mindset. His emphasis remains, as does all senior Air Force leadership, on attaining our mission through quality practices.

As senior Air Force leadership has stated, we have only partially

traveled our quality journey and should pause and take a hard look at where we are heading. To help you assess where you and your unit stand, we are featuring numerous articles on quality principles and practices. Specifically, we have the latest article on the Baldrige criteria rewrite by Lt. Col. Lee Hoffman. Hoffman is the leader of the Quality Air Force Criteria Rewrite Team that has taken what Malcolm Baldrige brought to the corporate world and colored it Air Force blue. His team will make their recommendations to senior Air Force leadership at Corona South later this month.

Also changing the way we do business is the authorization of the independent installation inspector general. Concerned about having an impartial inspector on the wing staff, Air Force senior leadership embraced the Department of Defense's recommendation to establish full-time inspectors general who report directly to the wing commander. Gone are the days of the dual-roled vice commanders as wing inspectors general. Col. Robert Rhodes, chief of the inspector general inquiries directorate, explains how installation inspectors general fit into the wing framework and how they work for you. This comprehensive look will tell you most everything you'll need to know about your installation inspector general.

The Air Force Inspection Agency is recruiting members to join our inspection teams. The agency has openings projected through summer 1997 in all four directorates—field, acquisition, management, and health services

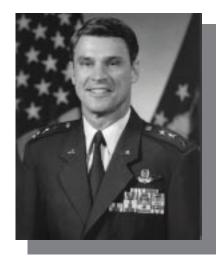
inspection. While the tours here are challenging in regard to travel, they are also rewarding by their impact on bettering the Air Force. Tours as an inspector are usually two years with the liberal option to extend a year beyond that. If you are interested in pursuing a tour with the agency, please call Master Sgt. Mario Cortez, chief of personnel, DSN 246-1533. Please see the back cover of this issue for specific fields in which we have projected openings or visit our home page at http://www-afia. saia.af.mil for more information.

TIG Brief is the communication tool for the Air Force Inspector General. In our continual effort to do just that, we solicit your manuscripts on inspector general-related topics from your wing or command. Articles should be wide enough in scope to apply to members outside of your unit. Manuscripts may be sent electronically to tig@smtps.saia.af.mil or mailed to HQ AFIA/CVC, Editor, TIG Brief, 9700 G Ave SE, Suite 320F, Kirtland AFB NM 87117-5670.

Enjoy this stop on our quality journey and good luck in your future endeavors!

Captain, USAF





Commitment to Quality and Performance

by Lt. Gen. Richard T. Swope

"We all possess talents and abilities that make very significant contributions to our goal and our overall success ultimately depends on each of us."

he commitment to bettering our Air Force continues. Indeed, recent actions by Chief of Staff Gen. Ronald R. Fogleman underscore the commitment at all levels, particularly our quality effort. The decision to merge the Air Force Quality Institute with the Air Force Management Engineering Agency into the Air Force Center for Quality and Management Innovation on Dec. 19, 1996, commanded by Brig. Gen. Hugh Cameron, recognizes both the progress we have made and the importance placed on the new agency. Quality in our Air Force has become institutionalized as a way of life and we are moving to the next level of deployment. We are teaching quality concepts— "Quality 101," if you will—at all levels in our technical training, professional military education programs, and unit training programs throughout the Air Force. The fruits of this massive effort by all of you in the past few years are a quality "culture" moving into every nook and cranny of every unit in the Air Force.

Air Force Quality is dependent on fundamental qualities we hold dear, our core values. Secretary of the Air Force Dr. Sheila Widnall and Gen. Fogleman have continually stressed that the unique institution to which we belong, this "service," has certain mandatory "core values" to which those who desire to be a part of our profession must necessarily commit. Those values, of course, are integrity, service before self, and excellence. These beliefs identify us and define who we are as members of the Air Force and are absolutely essential if we are to retain our world-class standing. Accepting these

core values as a way of life is in itself empowering at the individual level. In our Air Force, it is basic principles and people committed to them that make us what we are and will be. The air and space that we will be asked to control by our national leaders will demand all of us commit to the core values executed effectively and efficiently to the highest standards. Capitalizing on the enormous potential of our people and the resources under their control demands we institutionalize quality as a way of life. That makes it more basic than a goal; it means we think of quality as a way of life. Just as we think of doing a task well means inherently safe, we must also think of it being done to established standards, effectively, and efficiently—the quality way.

In terms of institutionalizing quality throughout the Air Force, we have moved to the next level. As a prime example, Gen. Fogleman recently chartered one of our former Inspectors General, retired Lt. Gen. Bradley Hosmer, to lead the Blue Ribbon Commission on Organizational Evaluations and Awards. The specific purpose of this commission is to analyze, as a single system, the

processes we use to assess, inspect, evaluate, and reward organizational performance Air Force wide. The commission will develop and recommend an improved, comprehensive system to reduce the costs to the Air Force and assure we can perform as required. In practical terms, we are taking another look at how we do inspections and award assessments, including Operational Readiness Inspections, Quality Air Force Assessments, Innkeeper, and the like throughout the Air Force as part of our commitment to continuous improvement. We can expect modifications to the way we do these capability assessments to appear in the months ahead.

Ouality carries with it the mission imperative of standards compliance. For us that means meeting the established standards of mission performance. The range of these standards runs from individual to organizational: tactical unit, class, lab, and, finally, Air Force. We have a distinct difference in our mission as compared to nonmilitary organizations. We must excel every day, an idea embedded in the concept of "service before self." We cannot permit ourselves to fail. Accepting this idea means we always keep the

mission first and recognize the absolute importance of using quality principles as an engine to achieve compliance with our high standards while working as a team. In the end, it will be our total effort—air and space power—that will be called on to meet our tasks.

As we celebrate the 50th anniversary of our Air Force and plan for the next century, we are working from a solid foundation. Our core values give us the framework for essential high standards leading to mission success. Infusing the quality approach will enable us to get maximum capability from the resources we are given. We all possess talents and abilities that make very significant contributions to our goal and our overall success ultimately depends on each of us. It is our combined talents and contributions that earn us our reputation as the nation's full-service Air Force providing air and space power for the United States.

The Inspector General

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A DEEPER SHADE OF BLUE

Lt. Col. Lee V. Hoffman, Jr. AU/CCE DSN 493-2045

ave you ever wondered, after finding yourself in the middle of a worthwhile project, why it was not done sooner? That is exactly what I did after seeing how much more valuable a specifically tailored Quality Air Force criteria could be for Air Force commanders.

As some of you may know, Air Force Instruction 90-501, Criteria for Air Force Assessments, has been under a complete revision during the last five months. During the October 1995 Air Force Quality Council, several of the commanders commented that using the criteria was difficult and time consuming. A few of them felt the time had come to develop a version of the criteria that was "a deeper shade of blue" and more useful for Air Force members.

In January 1996, Gen. Billy J. Boles, Air Education and Training Command commander and retired Lt. Gen. Jay Kelley, former Air University commander, agreed that the time was now. Kelley began a rewrite effort that would consume the better part of six weeks for 12 individuals in Air University. Other commands such as Air Combat Command, Air Mobility Command, and

Air Force Special Operations Command had already undertaken this laborious journey to produce criteria more tailored to their people and mission. Additionally, Air Intelligence Agency and Pacific Air Forces joined together to produce a "boldface" version of the criteria as an aid to understanding.

In March 1996, the final Air Force Quality Council convened at the Pentagon. From that meeting, the Air Force leadership decided to embark upon an Air Force-level effort to draft a version of the criteria specifically tailored to Air Force needs. As Air University was already in the middle of a rewrite project, the council asked Kelley to take the lead for an Air Force-wide effort.

The council chartered every major command quality office and inspector general and several of the forward operating agencies and direct reporting units to join the team. A key goal of the team from the outset was to produce a document that did not require major command supplements. The first meeting proved to be a precursor of the difficulty of the task ahead. The team, which consisted of approximately 25 representatives from across the Air Force,

held a wide view of the value of the criteria and, even more importantly, a differing view of what the final product should look like. Our first convergent activity came when we defined the three uses of the criteria as awards, assessments, and a tool for organizational improvement. The breakthrough occurred in defining the primary use as a tool for commanders—all other uses are secondary. Given this, we designed the criteria and the entire Air Force Instruction with the commander in mind. The commander needs to use the criteria to evaluate the weaknesses of his or her organization, take action to improve those weaknesses, then begin the assessment process over again, developing a worldclass organization. This leads to a cycle of continuous improvement instead of the often seen "peak for the inspector general" then back to business as usual. Our team felt so strongly on this point that we will recommend the name of the Air Force Instruction be changed to Criteria for Organizational Excellence.

After defining the end user, we evaluated all products produced by the Air Force as well as other civilian organizations and placed the best concepts together into a new document. The format evolved over time into a side-by-side

display of the simplified questions on the left side of the page and the explanations and examples on the right, directly across from the associated questions. This approach provided a direct link between the questions and the "notes." Additionally, we simplified the "category" and "item" overviews and consolidated all the "results" into one category. This eliminated the need to explain which areas were approach, deployment, or results. One category contains the results and the remaining categories contain the approach and deployment questions.

We sent one of our earlier versions to the field for comments and received a great deal of favorable feedback. For example:

"It appears the criteria have been rewritten for the military, and to be read and used by non-Baldrige people. Thanks!!"

"The explanations and examples are in plain English and will eliminate much of the misunderstanding from the old criteria."

"Think you hit the mark—more user friendly and easier to understand."

"A super product ... a quantum leap forward in USA improvement."

Our most significant breakthrough, and in a way our nemeses, occurred on our third team meeting. One of our members, Master Sgt. Paul Rasp, from Air Mobility Command, attended the Baldrige Improvement Day in June 1996. He brought back a proposal that was reviewed and not adopted by the civilian gurus. The proposal reordered the items into five categories instead of the standard seven. As we studied the proposal, we began to quickly warm up to the idea. One of the most difficult aspects of the criteria is understanding the linkage or "golden thread" that runs throughout the "items" and "areas to address." The proposal to reorganize the items allowed linked concepts to be grouped together. Additionally, the four category headings of leadership, people, processes, and results seem to be more meaningful to the Air Force culture. As the concept matured, the group began to polarize toward either the fourcategory or the seven-category approach. As time went on, this became the only issue on which we could not agree during our entire tenure. After countless hours of "discussion," we agreed to disagree and decided

on a plan to select the version to present to the Air Force senior leadership. We plan to present the seven-category document as the team's recommendation but will include the four-category version as a consideration.

Our final edit team met at the end of September to "smooth" the recommended version and incorporate the 1997 Baldrige changes. After hearing the 1997 Baldrige changes would be minimal, we were amazed to see that they were significant. The "category" and "item" overviews were simplified, all "results" were moved into one category, and the complex sentences were simplified—amazingly similar to our draft!

Because we did not receive the 1997 Baldrige changes in time for our final edit team at the time of this writing, we are still working to incorporate those changes and gain senior Air Force leadership approval for our work. This should occur in late January or early February. We do not know which of the versions will ultimately be adopted, but either way, the Air Force wins. Commanders will be able to take the criterion. understand them quicker, and use them as valuable tools in

assessing and improving their organizations. The question remains—will they see it as a time-consuming endeavor that they must endure and get behind them or a valuable tool for improving a world-class organization? For the future of our Air Force, I'm hoping for the latter.

Editor's Note: Lt. Col. Hoffman was the leader of the Quality Air Force Criteria Rewrite Team and is now the executive officer to the Air University commander.

Tracking Recent Inspections

The following are the most recent Air Force Inspector General's Acquisition Management Review and Functional Management Review reports. The information in this section is general in nature and contains only the purpose and scope of the reviews. We do not include specific findings or recommendations because they are privileged information.

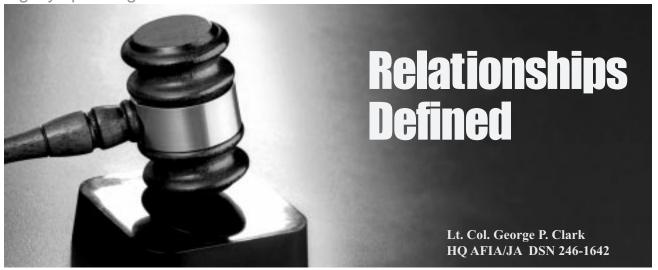
These reports are privileged documents of the secretary of the Air Force and for official use only. Our policy is not to transmit them by E-mail because the information would travel on unsecure systems. However, Air Force organizations may request a copy of acquisition management review reports by calling Ms. Melissa Stratton at DSN 246-1672, *strattom@smtps.saia.af.mil*, or writing her at HQ AFIA/AI; 9700 G Avenue SE, Suite 380D; Kirtland AFB NM 87117-5670. Air Force organizations may request a copy of functional management review reports by calling Ms. Nora Neiberger at DSN 246-1894, E-mailing her at *neibergn@smtps.saia.af.mil*, or writing her at HQ AFIA/MI; 9700 G Avenue SE, Suite 360B; Kirtland AFB NM 87117-5670. Agencies outside the Air Force desiring a copy of any of these reports should contact SAF/ IGI by dialing DSN 227-5119 or commercial (703) 697-5119.

Functional Management Review of Support for Deployed C4 Systems, PN 95-**623**, assessed the ability of wing communications units to support deployed wing C4 systems with emphasis on providing support for the first 30 days of a deployment. The team determined functional area user plans for deployed C4 support; reviewed applicable Air Force and major command policy directives, instructions, and guidance; and examined the capability of deployed communications units to support communications unit type codes and functional area C4 systems simultaneously. (HQ AFIA/MIE, Lt. Col. Peter J. Blaise, DSN 246-2098)

Functional Management Review of Management of War Reserve Materiel Vehicles and Support Equipment, PN 96-607, determined the effectiveness of war reserve materiel vehicle and support equipment management and assessed the readiness condition of these assets. The team reviewed Air Force and major command guidance to assess management of resources; examined storage and maintenance of stockpiles within the continental U.S. and overseas locations to determine conditions of storage and whether the type and location of storage affects the capability to retrieve assets for contingency support; and evaluated internal control systems to determine if accountability is maintained and usage of stocks is predicated by operational necessity. (HQ AFIA/MIL, Maj. David E. Harshman, DSN 246-2003)

Functional Management Review of Effect of the Munitions and Aircraft Maintenance Officer Career Fields **Consolidation on Specialized Munitions Experience, PN 96-**604, assessed the effect of the maintenance officer career fields consolidation and determined if the Air Force is building an officer base to satisfy critical duties in munitions, weapons safety, and nuclear surety positions. The team examined the depth of safety and nuclear surety issues reflected in safety and surety inspections and the suitability of training provided through the Aircraft Maintenance Officer Course, safety training at the Air Force Safety School, and follow-on training at squadron and wing level. (HO AFIA/MIL, Lt. Col. Clarence G. Summerlin, Jr., DSN 246-2180) �

legally speaking



"...the fact an officer is married to an enlisted member is not, by itself, evidence of misconduct."

ir Force Instruction 36-2909, Professional and Unprofessional Relationships, is now punitive with the specific prohibitions in paragraph five and all of its subparagraphs and was meant to help clarify confusion in the area of professional and unprofessional relationships. The instruction still discusses the offense of fraternization in terms of "custom" and "customary bounds" of behavior. The instruction questions whether those who are in officer and enlisted marriages are specifically prohibited from living together and/or engaging in sexual relations.

Relationships are unprofessional, whether pursued on or off duty, when they detract from the authority of superiors or result in or reasonably create the appearance of favoritism, misuse of office or position, or the abandonment of organizational goals for personal interests. Unprofessional relationships can exist between military members and members of the

civilian employee work force, between officers, between enlisted members, and between officers and enlisted members. Fraternization is an aggravated form of unprofessional relationship and a crime under the Uniform Code of Military Justice. It is a personal relationship between an officer and enlisted member which violates the "customary bounds" of acceptable behavior in the Air Force and prejudices good order and discipline, discredits the armed services, or operates to the personal disgrace or dishonor of the officer involved. The custom recognizes that officers will not form personal relationships with enlisted members on terms of military equality, whether on or off duty. Disciplinary action can be initiated against an officer for fraternization.

One element of the offense of fraternization includes violating the custom of the Air Force, a custom that has been in the U.S. armed forces for over 200 years. An effective

fighting force needs the custom against personal relationships between officers and enlisted members to help ensure that enlisted members will follow unwelcome orders that require danger and hardship. And the custom, which is an element of the offense, must be proven by the prosecution in a courtmartial.

The key to all of this is that while personal relationships between Air Force members are normally matters of individual choice and judgment, they become matters of official concern when they adversely affect the Air Force. Like any personal relationship, dating may become a matter of official concern when it adversely affects morale, discipline, unit cohesion, respect for authority, or mission accomplishment. Factors that can change an otherwise permissible relationship, like a personal friendship, into an unprofessional relationship include the members' relative positions in the organization and the members' relative positions in the supervisory and command chains. As differences in grade increase, there is more risk that the senior member would have some direct or indirect organizational influence over the junior member, including assignments, promotion recommendations, duties, awards, and other privileges and benefits. Once established, such relationships do not go unnoticed by other members in a unit. Shared activities are not necessarily wrong or prohibited, but it is often the frequency of these activities or the absence of any official purpose or organizational benefit which causes them to become or to be perceived as unprofessional.

Officers may be prosecuted for violating the following specific prohibitions found in the instruction with reasonable accommodation of married members and members related by blood or marriage: gambling with enlisted members, borrowing money from or otherwise becoming indebted to enlisted members, engaging in sexual relations with or dating enlisted members, and sharing living accommodations with enlisted members, unless required by military operations. Note that this does not require an organizational or chain-of-command relationship.

Regarding marriage, the instruction says that the fact an officer is married to an enlisted member is not, by itself, evidence of misconduct. When there is evidence of fraternization, however, the fact that the officer and enlisted member subsequently marry does not preclude appropriate command action based on the prior

fraternization. Marriage is not a haven for an offense, but neither are married members prohibited from living together nor engaging in sexual relations with one another. Consider this hypothetical situation: two enlisted members are married. She goes to officer training school. There is no fraternization or an unprofessional relationship. As they climb the ranks, she becomes a wing commander and he becomes a chief master sergeant. Should he be the senior enlisted advisor for her or does that create too strong a perception of favoritism?

In my last assignment, the legal office taught a class on command issues to many officers, including C-141 aircraft commanders. They wanted a rule of thumb to avoid violating the instruction. I simply advised them to avoid the specific prohibitions in the instruction; read it carefully and apply some common sense. I also told them to consider whether they wanted to explain to their squadron commander the nature of their relationship with a senior master sergeant or staff sergeant. If they felt compelled to explain it, they may be violating the Air Force Instruction already.

Inspector General Changes Make History

Col. Robert Rhodes **SAF/IGO DSN 225-3653**

Col. Eric Childress, 60th Air Mobility Wing Inspector General, Travis Air Force Base, California, conducts one of many walk-in interviews with a complainant. Protecting the confidentiality of Air Force members is of the utmost importance to all installation inspectors general. Photo by Kristina Cilia.

early 100 Air Force wing vice commanders were relieved of duty this summer—at least, some of

their duties. Air Force senior leadership, responding to the needs and perceptions of Air Force members, made sweeping changes to the inspector general complaints program. As a result, the old method of dual tasking wing vice commanders as part-time inspectors general came to an

> Ninety-eight independent installation inspector

general authorizations were approved and on Nov. 15, 1995, history changed when Air Force Vice Chief of Staff, Gen. Thomas Moorman, directed the commands to begin filling the newly created offices. As of Labor Day 1996, all authorization were filled and many inspectors general were already in position. Never before in Air Force history has so many personnel authorizations been inserted into the inspector general area at so high a rank structure.

What the Change Means for the Air Force

For the first time, every Air Force installation has a senior officer reporting to the installation commander who's primarily responsible for the Air Force complaints program. Special experience, training, and orientation courses make these officers uniquely qualified for these positions of trust and great responsibility.

The eyes and ears of reason, the new installation inspectors general are tasked to operate the Air Force complaints program by conducting investigations when necessary and by resolving issues without undue delay whenever possible. Although every inspector general works for a commander, he also works for the good of the Air Force. The inspector general looks not only at the "incident of the complaint" but also at the process.

An inspector general cannot intervene in due process, exercise "command authority" of their own, or supersede or interrupt an existing appeal channel. In fact, the inspector general will always encourage Air Force members to use the

chain of command and existing appeal channels to resolve problems. However, no process or appeal channel is 100 percent immune to mistakes or above possible improvements.

Because these officers are not only well experienced but specifically trained to assume the responsibilities of an inspector general, they will become proactive about mentoring wing middle- and lower-level managers on the finer points of their responsibilities as leaders and managers. The end result will be better, more responsive leadership with improved sensitivity and knowledge.

Leading to the Change

From October 1994 to March 1995, the Department of Defense Inspector General reviewed the administrative investigative procedures of the Air Force. Visiting four bases, interviewing commanders, inspectors general, and staff judge advocates, Department of Defense investigators reviewed over 300 case files. Talking to 151 military members, the team came to many interesting conclusions. Issuing their

reports in April 1995, these officials made nine recommendations to improve the Air Force process.

Department of Defense Inspector General Recommendations

- 1. Cease using vice or deputy commanders as inspectors general.
- 2. Prohibit self-inspection.
- 3. Reduce reliance on augmentee investigators.
- 4. Re-emphasize the need for thorough investigations and documentation.
- 5. Expand Air Force policy on elevation of allegations against inspectors general and commanders.
- 6. Modify Air Force policy on senior official allegation notifications.
- 7. Assess inspectors general investigative files during Quality Air Force assessments.
- 8. Review existing training opportunities, including entry level, professional military education, pre-com-

Col. Mike Harmon, inspector general with the 325th Fighter Wing at Tyndall Air Force Base, Florida, inspects an F-15 canopy in preparation for a major accident response exercise. Assisting Harmon is Master Sgt. Dave Griffin, noncommissioned officer in charge of exercises and Lt. Col. Stephen Garl, chief of plans and exercises. Photo by Lisa Carroll.



mand, and the like to reinforce the right to contact the inspector general.

9. Conduct all reprisal investigations at the major command level or higher.

Air Force Response

Of the nine recommenda-

tions, seven—numbers two through eight—had already been addressed by the Air Force Inspector General's Inquiries Directorate Staff. The other two presented some resource decisions that needed the commitments of the entire senior leadership of the Air Force to implement.

The first recommendation held the most difficult challenges and required considerable investment of personnel.

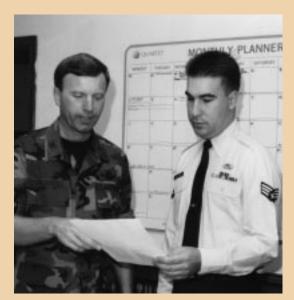
What was being considered was nothing short of creating nearly one hundred *new* positions in an era of unprecedented down sizing. Several less expensive alternatives were discussed and considered. However, in May 1995, Air Force senior leadership, during their Corona Top 1995 meeting, made the decision to change the way the inspector general complaints program was being managed by

implementing the installation inspector general positions.

The newest edition of Air Force Instruction 90-301. Inspector General Complaints, in paragraphs 1.3.1.2, 1.4.1.3, and 1.5.1.3 specifically prohibits self-inspection as covered in the second Department of Defense recommendation.

With the establishment of the new Secretary of the Air Force Inspector General Senior Officials Inquiries Directorate and the new installation inspector general, the Air Force will significantly reduce the need for part-time investigation officers. Further, changes to the instruction now allow inspectors general to use broader documentation methods which address Department of Defense recommendation three and four.

The revised and improved instruction also expanded and redefined the Air Force policy on elevating and investigating allegations against senior officials including commanders and inspectors general. For instance, general officer investigations are now done by the senior officials inquiries directorate, ensuring equity and accountability. Further, investigations involving colonels are now reported to the inquiries directorate and, in those in-



Col. Eric Childress gets out and about to make himself known all across Travis Air Force Base, California. Photo by Kristina Cilia.

stances where substantiated findings of wrongdoing result, they review the entire case file. These changes address Department of Defense recommendations five and six.

At least one major command has begun assessing inspector general investigations on a routine basis and such assessments may soon be standard throughout the Air Force, as suggested in recommendation number seven.

Well before the Department of Defense report was released, the inspector general has been expanding and improving training opportunities. Not only have training programs been improved for the general Air Force population, as described in recommendation number eight, but specialized training programs for inspectors and investigators at all levels have added significant improvements to Air Force investigations.

Recommendation number nine would have caused major command inspector general staffs to do all reprisal investigations—a workload they were not able to absorb. Also, as suggested in the other recommendations, significant improvements to the investigation process were already on the way. Air Force leaders decided

to hold off making any further changes until they had seen the results of the other

improvements.

What the Change Means to the Base

Although no additional authorizations will be received by the base host wing, commands have been told that each installation host wing will have colonel or lieutenant colonel authorization. Work force

experts at the major command and wing levels are working to catch up. Additional noncommissioned officer positions are also being assigned to provide a minimum two-person, full-time core to each inspector general office. Additional duty authorizations from both host and tenant organizations will round out the installation inspector general structure.

The concept of operations calls for the new installation inspector general to manage the Air Force complaints program for all Air Force members assigned to that installation regardless of their unit of assignment. However, that



Col. Jerry Cruitt, 58th Special Operations Wing Inspector General, Kirtland Air Force Base, New Mexico, takes a look at the work of Senior Airman Kyle Lyon and Airman Rachel Cervantes, also with the 58th. Photo by Airman 1st Class Dorothy Swartz.

doesn't mean the host inspector general does all the investigations. A systematic decision matrix has been designed to determine the appropriate jurisdiction of any complaint. This new system of permanent inspectors general does not prevent tenant units from having their own additional duty inspector general.

The installation inspector general will provide training and advice to the additional duty inspectors general on complaint investigations. Further, the installation host has the responsibility to do appropriate quality and legal reviews on any investigation done on their base.

The concept of operations also identifies which additional responsibilities not related to the complaints program the inspector general may be assigned—exercise evaluation team, readiness, etc.—as well as which duties they may not be assigned—duties like the commander's hotline and the safety board. The purpose is to ensure the installation inspector general remains objective and focused on solving and resolving complaint problems. The relatively high rank structure colonels and lieutenant colonels—reflects Air Force leadership's commitment to Air Force core values.



Col. Eric Childress, Travis Air Force Base Inspector General, reviews documentation with 2nd Lt. Leo Larson and Ms. Kathy McLean. Photo by Kristina Cilia.

What the Change Means to the Individual

Any Air Force member has a right to speak to an inspector general. Now, every installation has a full-time, dedicated senior officer hearing complaints and ensuring the system responds appropriately to all members. This ensures that a viable alternative for problem resolution always exists.

Further, communications with the installation inspector general are protected in the same way that communications to commanders are protected from reprisal and retribution.

Fact-Finder—Not "Judge, Jury, and Executioner"

The installation inspector general is fully empowered and responsible for finding the facts involved in issues of process malfunctions and identifying exceptions that can always be dictated by fairness and logic. Seldom can a regulation or process be designed that doesn't, in some unforeseen circumstance, have an exception. Each inspector general keeps an open mind and unbiased eye for just those situations. Charged to be totally impartial except to the facts, each inspector general represents the best characteristics of a truly Quality Air Force.

The Essence of Quality

Lt. Col. Scott Gough 162 FW Air Force Advisor DSN 924-6789



don't like "quality."
That's right,

I think quality has become counterproductive. Before you think I'm ready to jettison quality principles such as empowerment and teamwork, let me say it's the word "quality" that I think has gotten in the way.

Terms like "quality," "total quality management," and "Quality Air Force" have now been around long enough to be widely known but not necessarily well understood. This lack of understanding has generated some wild misconceptions about what those terms mean. I've heard people say quality was touchy-feely management or management by committee. Quality, right or wrong, seems to summon such deep-seated responses. When quality has emotional baggage like that attached to it, it's time to find a

new word or term. The principles of quality are too important to the health of the organization

to be tainted with the negative perceptions that the word evokes.

I'm open to suggestions for terms to replace "quality" but the best one I've found is "continuous improvement." All that quality seeks to do is institutionalize the idea that organizations should continuously seek to improve themselves. Quality principles and tools have no use except as mechanisms to help us improve what we do in a regular, organized, and systematic fashion.

Continuous improvement doesn't have to be quantum leaps in productivity or huge reductions in cycle time. Continuous improvements are most often evolutionary, not revolutionary. In fact, I don't think improvement is always a necessary ingredient of continuous improvement. What's most important is that a mechanism is in place to point out to us when improvement becomes possible. "Quality," "total quality management," and "Quality Air Force" are those mechanisms that guide us toward our goal of continuous improvement.

The key to continuous improvement is management by fact. Without data, statistics, and measurements, we cannot know how we are doing and if our efforts to improve actually bear fruit. Further, we need some appreciation for how others do similar jobs before we can claim we are the *best* or suggest to ourselves that no improvements can be made. Anecdotal evidence is incomplete evidence. Claims and assertions are rather empty if we don't have the numbers to back them up. Management by fact requires that we be thorough and precise as we measure our progress. It gives us the data to assess where we are and leads us to our goal of continuous improvement.

Continuous improvement is the goal toward which quality strives. Management by fact injects rigor into the process and gives us objective tools to evaluate our progress toward continuous improvement.



echnological advancements have brought the opportunity for more timely, efficient, and effective communications using electronic mail. To regulate this type of communication, the Air Force will publish Air Force Instruction 33-119, *Electronic* Mail Usage and Management. This instruction will provide rules, standards, and guidance related to the use of E-mail.

Current Air Force policies address the use of E-mail but this guidance resides in many different publications. For instance, Air Force Instruction 37-126, Preparing Official Communications, provides general information. Air Force Instruction 10-1101, Operations Security Instructions,

provides the necessary guidance to all Air Force personnel and supporting contractors as they implement the operation security concept and maintain their security programs. Air Force Instruction 31-401, Managing the Information Security Program, describes how to protect and handle classified information. Air Force Instruction 33-115, Networks Management, identifies responsibilities for supporting Air Force communications networks. Records management requirements are addressed in four Air Force publications. Guidance about the Privacy Act and Freedom of Information Act is found in separate Air Force instructions for each of these programs. The consolidation and publication of this guidance in a single, standalone publication will make it easier for users to understand Air Force policies governing the creation, maintenance, use, protection, and disposition of information in our E-mail systems.

Electronic Mail Usage and *Management* is comprised of several sections. One section defines the roles and responsibilities of Air Force functional managers, major commands, forward operating agencies, direct reporting units, commanders at all levels, E-mail administrators including system administrators, work-group administrators or network

managers, and users. Other sections address use, formats, naming conventions, authentication, staffing, professional courtesies, records management, security, and training.

Air Force E-mail systems are provided to support Air Force missions and will only be used for legal and ethical

E-mailtins

E-mail does not show subtleties of voice or body language. Because of this, users have come up with simple strings of characters interspersed in the E-mail text to convey the writer's emotions. The most common example is :-). Turn you head to the left and you should see a happy face. The colon is the eyes, the dash is the nose and the parentheses is the mouth. Here are some more examples:

- smiley face :-)
- wink (light sarcasm) ;-)
- :-[indifference
- devilish grin (heavy sarcasm) :->
- :-D shock or surprise
- anger or displeasure :-(
- :-0 yell

Remember, E-mail is about communicating with other people. Any time spent making Email clearer is time well spent.

activities in the best interests of the Air Force. Use that is in the best interests of the Air Force may include personal E-mail that contributes to personnel training, education, morale and welfare, and those instances which directly enhance Air Force interests. Users should follow traditional military protocols and courtesies and bear in mind that personnel using Air Force E-mail systems consent to monitoring of those systems. To paraphrase the Joint Ethics Regulation, Air Force employees shall use federal government communications resources with the understanding that such use serves as consent to monitoring of any type of use, including incidental and personal uses, whether authorized or unauthorized.

Air Force policy allows the use of E-mail to transmit both formal and informal correspondence. Users bear sole responsibility for material they access, send, or display in E-mail. Email may be used to supplement informal communications such as telephone calls or notes but is also permitted to transmit an official task. Senders have a responsibility to ensure tasks are received by the intended receiver and, if required, receivers have a responsibility to validate these tasks.

Some unauthorized uses of E-mail include use for any purpose which violates federal or state laws, sending or receiving E-mail for commercial or personal financial gain, intentionally or unlawfully misrepresenting your identity or affiliation, using someone else's identity and password without

proper authority, and sending harassing, intimidating, abusive, and offensive material that violates Air Force standards of behavior.

E-mail etiquette

E-mail is meant for informal correspondence as well as scholarly, scientific, and clinical communications. While there is no definitive guide to communicating via E-mail, there are several versions of "netiquette"—polite Internet conduct—available at various sites on the Web. Here are a few rules of thumb we can "E-mail by."

You should not use E-mail for official record purposes where a memo would be required.

E-mail should not be considered private unless it is encrypted.

If you ever receive a message that makes you angry, do not under any circumstances respond immediately! Wait awhile to cool off and, if possible, meet and talk face-to-face.

Do not send anything you wouldn't want a jury to read.

Be polite. Make sure that short messages don't come across as curt.

Do not send offensive jokes or frivolous messages.

Do not write anything you wouldn't want repeated.

Do not use attachments unless you are positive that the recipient's system is able to decode them. It is often better to cut and paste text from a word processor directly into the body of your message. This ensures it will be readable when it reaches its destination.

Always use a "signature" on your messages, if you can. Use your name and return E-mail address because not all systems can handle automatic return addresses. Include alternative means of contacting you, like your phone and facsimile number.

Keep your signature short.

Surl's up!

here has been a flood of publicity about the Worldwide Web and it seems just about everyone has a home page to visit. But the word in surfing the Internet is beware—you're surfing in treacherous waters. The Internet can be a powerful tool in researching and locating information related to your job but it can also be easily abused. According to the September 1996 issue of Intercom magazine, a recent analysis of Internet abuse at an Air Force base detected over 46,000 questionable accesses in a three-month period. Of that number, over 11,000 were sexually explicit in nature. Remember, before you surf, know what waters you're entering.

The following are guidance from HQ USAF/SC:

Access to the Internet. The National Information Infrastructure goal is to increase the ease of access and availability of information throughout the government and public sectors. The Internet should be available to all Air Force personnel who need access for the execution of official business.

Internet use. Government communications systems and

equipment, including electronic mail and Internet systems, along with their associated hardware and software, are for official and authorized purposes only. Commanders may authorize incidental use which:

▼does not interfere with the performance of official duties;

▼is of reasonable duration and frequency;

▼serves a legitimate Air Force interest, such as enhancing professional or military education; and

▼does not overburden the system or create any significant additional expense to the Air Force.

Unauthorized use. Unauthorized use of the Internet is prohibited and may result in administrative, nonjudicial, or judicial punishment. Unauthorized uses include those involving lewd or sexually explicit materials, chain letters or mailings, private commercial activities, and any other uses would reflect adversely on the Air Force or Department of Defense. Commanders and supervisors are responsible for ensuring assigned personnel use government equipment and services for official or authorized purposes only.

Release and clearance of information. Information placed on the Internet, when public access is allowed, reflects on the professionalism and public image of the Air Force and is subject to the same privacy act restrictions as those pertaining to the release of non-electronic information. Accordingly, before information is placed on the Worldwide Web, it must be cleared for release in the same manner as non-electronic information. The wing commander or equivalent is typically the release authority for public information. The procedures in Air Force Instructions 35-205. Air Force Security and Policy Review Program; 37-131, Freedom of Information Act Program; and 37-132, Air Force Privacy Act Program, apply to the release of electronic information. Copyrights must be protected. Functional area experts should provide specific guidance on releasability of functionally related information. Contact local public affairs, communications, and information management offices for advice and assistance. Information placed on the Web or bulletin boards must be professionally presented, current, and accurate.



ave you ever made a

FOR

IN-HOUSE

TRAINING

Senior Master Sgt. Todd Small HQ ACC/IGIS DSN 574-8766

special trip to drop off a travel voucher or rearranged your schedule so you could make time to review your last performance report only to be greeted by a sign that reads something like "Closed for In-House Training 8:00-9:30 a.m. every Thursday?" Have you ever had an irate customer nearly break down your door to conduct routine business, despite the sign clearly indicating that your office is closed for in-house training? I have experienced these situations as a customer and a section supervisor. Inhouse training, an increasingly popular phenomenon in customer service organizations, usually takes place during normal duty hours. During this training, customer service is routinely suspended for periods up to an hour and a half. Therein lies the reason in-house training tends to produce polarized opinions: supervisors, trainers, and trainees enjoy unencumbered training while customers frequently complain of restricted access to service. Yes, training can be complicated especially in an office

which provides front-line customer service. And, yes, the demand for customer service continues unabated by the need to conduct training. Faced with this dichotomy, it is essential that organizations implementing in-house training programs do so with maximum knowledge of the customer base and training needs.

As a traveling inspector, I've encountered numerous in-house training programs. Many of these programs were short on goals and lean on results. While there is no fool-proof "recipe" for a successful in-house training program, there are some essential "ingredients" which can make your efforts more "palatable" to the customer. Consider the following steps when implementing an inhouse training program:

Perform a gap analysis to determine if there is a service, product or process which does not meet standards. Is there a shortfall? Can training bring about an improvement? If so, is in-house training the appropriate method? Do you have the resident experts to provide the training "in-house?" If your answer to each of these questions is a resounding yes and you have developed realistic and measurable goals for your in-house program, then proceed.

Determine the period during the day and week when you can suspend customer service without affecting the majority of your customers. A strong customer focus dictates that inhouse training be conducted during off-peak times. How do you know what your peak customer service hours are? Take a look at your customer service sign-in log. If you don't have one, then now is the time to begin tracking your peak traffic times. Using a checksheet to compile the data and a Pareto chart to analyze it, determine how many customers you service during

specific intervals each day. If you're unfamiliar with checksheets and Pareto charts, then Air University's *Process Improvement Guide*, normally available from your unit or installation quality office, is required

reading. Pinpoint the day and time you serve the fewest customers; this is when you want to close your doors. Ideally you would collect and analyze data on customer service times for two to three weeks, perhaps a month. A longer sampling period will provide data that is less skewed and, consequently, more accurate. It's also important to

An effective in-house training program, one which has goals and objectives, is implemented with a strong customer focus, communicates results and establishes an atmosphere of cooperation with the customer, should yield great dividends. Don't let your in-house training program become a means to catch up on work without the "bother" of customers.

periodically reassess customer service hours to determine if your peak hours have shifted. Any changes may indicate a need to alter the time of your in-house training. Armed with the knowledge of the best time to conduct in-house training, you're ready to break the news to your customers.

Publicize the in-house training times in the official

Process

Improvement

base bulletin, in the installation newspaper, on your customer sign-in logs, and through any other means that provides access to your customers.

Periodically republish in-house training times to remind customers of limited service hours.

Communicate the results of your training. If your goal was to reduce customer waiting times or achieve 100 percent work-center task qualification, then post diagrams or charts on bulletin boards or in your customer service area that herald your success. Consider writing an article for the unit newsletter or installation

newspaper that details your efforts and thanks the customers for their cooperation. By involving customers, you make them a stakeholder in your success. And everybody loves to bask in the glow of an unqualifed success!

Periodically reassess the need for in-house training. Simply put, did the program achieve the goals defined at the outset? If not, then reassess your approach. Perhaps in-house training was not the appropriate solution. If you did achieve your goals, this may signal a need to end the program.

Last, and certainly not least, do not become confrontational with customers who seek service during in-house training. Simply remind them of the policy and deal with each case on its own merits. However, it's certainly appropriate to establish procedures for dealing with urgencies which are certain to occur. Remember, the more knowledgeable the customers are about your program, the fewer interruptions you're likely to suffer. •



ost people call it "metrics" in these enlightened days of "quality speak." Metrics had its beginnings, though, in the Garden of Eden with Adam and Eve and their measurement and analysis of fruit. Eve was convinced by the snake, an early example of benchmarking, that the apple was the best-tasting fruit. We all know where the story went from there but there is an important connection with metrics.

Perhaps Adam and Eve lost sight of their vision and abandoned their core values. This may be a stretch in regards to metrics but if you think about making metrics more than just a collection of data or a set of indicators, then you must lead people through vision and values development. Remember to put first things first. Sometimes we are guilty of collecting data and tracking indicators that don't reflect information leaders use to make decisions or even worse, don't connect back to the vision and core values. The true test lies in how meaningful the metrics are.

Most textbooks tell us that good metrics have an operational definition, measurement data, and a presentation package. I would add one other element—that the data be used to make management decisions. Several helpful templates exist to assist in metrics development—simply choose a style you like and follow the guides. Remember to include the keys to successful development. A metric's operational definition should be collaboratively developed by the owner and the customer, in the process of being measured, and should contain enough detail to communicate the metric's purpose allowing consistent measures to be made. The presentation package usually contains a descriptor or operational definition and a graphic. Metrics are usually developed as part of the strategic planning process at several different levels of management. A familiar example from a budget process may help define meaningful data.

For many years, most organizations have tracked budget expenditures to the actual budget of the organization over time. While this may still be a necessary indicator for management, the question remains as to the quality of the metric. Because an organization can't spend more than is allocated

in the budget, we all devise ways to stay within the limitations. Some spend most of their money early in the tracking period and "find other means" until the next quarter's funds are available, which may include cutbacks in services or products. There are numerous other methods to cope with budget shortfalls. The question remains: is there a more meaningful metric for your organization to track budget performance?

Tracking the percent change in mission and support funding for your organization as compared to Air Force and base-level funding may be a better metric option. A positive trend may indicate preferred budget spending at a time when Air Force budgets are shrinking. This is just one example as food for thought.

Tracking data just because you have always tracked that data is *not* a good reason to maintain it as your metric. Use your metrics to press on towards the ideals, goals, and objectives of your organization. Ensure there is a defined connection back to the organization's vision and values. Finally, beware of snakes pushing apples. •

Summary of Recent Audits

Ms. Terri Buckholtz AFAA/DOO DSN 426-8012

The Air Force Audit Agency provides professional and independent internal audit service to all levels of Air Force management. The reports summarized here discuss ways to improve the economy, effectiveness, and efficiency of installation-level operations and, therefore, may be useful to you. Air Force officials may request copies of these reports or a listing of recently published reports by contacting Ms. Terri Buckholtz at the number above, E-mailing to reports@afaa.hq.af.mil, or writing to HQ AFAA/DOO, 1125 Air Force Pentagon, Washington DC 20330-1125.

Management of Simulator Training at an Air Education and Training Command installation needed improvement. Specifically, management did not account for the variances between estimated and documented training requirements. Although management monitored scheduled simulator training and available hours used, they did not compare changes in student load and training requirements to contracted simulator hours. Based on documented training requirements, management could reduce the number of purchased simulator hours. As a result of the audit and management's proposed alternative corrective action, the \$7.1 million 5-year contract could be reduced by \$1.3 million. (Report of Audit 91296024)

Review of the Modification Budget and Funding Requirements process at an Air Force Materiel Command installation revealed the need for improvements. Although product directorate personnel prepared budget worksheets for C-130 and C-141 aircraft modifications, they did not have sufficient support for \$23.3 million of the \$575 million budgeted. Specifically, management could not substantiate \$14.8 million and did not detect \$8.5 million of worksheet mathematical errors. During the audit, several modification programs were either canceled or experienced funding cuts. However, as a result of the audit, management initiated action to reprogram the \$4.9 million resulting from the mathematical errors to other modification programs. (Report of Audit 42596060)

Management of Vehicle Authorizations at a Pacific Air Forces installation was not effective. Specifically, fleet management personnel did not support vehicle authorizations with valid allowance source codes, limit on-hand vehicles to table of allowance 012 authorized levels, or maintain vehicle authorizations consistent with local requirements. In addition, fleet management personnel did not redistribute or dispose of excess vehicles timely. Redistributing vehicles and deleting excess authorizations would allow the Air Force to use approximately \$1.7 million for other requirements. (Report of Audit 92296047)

Management of Digital Private Branch Exchange Maintenance at an Air Mobility Command installation required improvement. Specifically, private branch exchange operation and maintenance could be performed more economically in-house rather than by a contractor. Audit cost analysis showed that about \$428,600 in annual cost savings would result with in-house performance. In addition, two separate maintenance contracts duplicated coverage for the command post switch, an excess cost of approximately \$65,000. Further, the quality assurance evaluators did not document contractor nonperformance for eight different requirements in the statement of work. Consequently, the contractor received the monthly fixed maintenance fee without any deductions for the work not performed. (Report of Audit 96246015) �



uring health service inspections, unit personnel often ask questions about continuing health education requirements for Air Reserve Component medical service corps officers. It seems that some confusion exists regarding the number and type of contact hours required, documentation, funding, and mechanisms for satisfying continuing health education requirements.

Continuing health education is not a licensing and credentialing issue for medical service corps officers as it is for physicians, dentists, and nurses. However, Air Force Instruction 41-117, Medical Service Officer Education, requires that Air Reserve Component Health Service Administrators obtain at least 25 contact hours of appropriate continuing health

education annually. Ten of the 25 contact hours must be category one or its equivalent. According to the instruction, medical service corps officers should use Air Force Form 1541, Credentials Continuing Health Education Training Record, to document continuing health education contact hours. The unit commander or designated representative is responsible for reviewing completed forms annually.

Obtaining the appropriate number and type of contact hours becomes particularly challenging in Air Reserve Component medical units where local travel and man-day budgets are shrinking. A significant number of Air Reserve Component medical service corps officers are not employed in a health-care setting in the civilian sector where they

would be more likely to have access to continuing health education opportunities. The absence of Air Force funds for sponsored attendance at continuing health education programs does not excuse a medical service corps officer from meeting the minimum education requirements. Therefore, careful planning is necessary to ensure that requirements are satisfied in a timely and costeffective manner.

There are many mechanisms available by which Air Reserve Component medical service corps officers can fulfill their requirements, some of which are relatively inexpensive and readily accessible. Here is a brief synopsis of continuing health education opportunities by category.

Category 1

- Air Force courses as described in Air Force Catalog 36-2223, *United States Air Force* Formal Schools, like Health Services Administration Course, Medical Readiness Indoctrination Course, Medical Readiness Planner's Symposium, Medical Red Flag, Health Services Executive Management Symposium, Combat Casualty Care Course
- Conferences, workshops, and symposia conducted by national professional organizations such as the American College of Healthcare Executives or the American Academy of Medical Administrators
- Independent study programs and tests distributed by national professional organizations. American College of Healthcare Executives offers a number of self-directed learning programs
- Graduate-level courses in health-care administration from an accredited university
- Distance learning courses provided by the Health Sciences Television Network available through many active duty medical training flights. These courses can be videotaped and viewed during the unit's training assembly.

Category 2

- Special programs developed and presented by Headquarters Air Force, major commands, and Headquarters Air Force Reserve, such as the medical service corps portion of the annual Association of Military Surgeons of the United States meeting
- Videos, training materials, and guest speakers from local universities
- Presentations provided by local civilian hospitals
- Presentations provided by local active-duty military training flights or other Air Reserve Components medical units
- Internally developed programs which meet

- continuing health education accrediting directives set forth in Air Force Instruction 41-117, paragraph 47.1
- Cooperative training with other Air Reserve Components medical units
- Presentations given by local chapters of American College of Healthcare Executives or American Academy of Medical Administrators
- Presentations given by local American College of Healthcare Executives or American Academy of Medical Administrators Diplomats and Fellows
- Presentations and programs sponsored by state hospital associations

Documentation for category one should include a copy of the course completion certificate or other document certifying the individual's satisfactory completion of the program. Documentation for category two should include a description of the purpose of the program or learning objectives, topic outline, handouts, program date, program length, name of presenter, and assessment procedures. It is important for the unit commander or designated unit representative to ensure that the continuing health education credited is applicable to medical service corps skills and duties to be performed in the peacetime or wartime environment.

Identifying opportunities for fulfilling medical service corps continuing health education requirements continues to be a challenging task for many Air Reserve Component medical units. However, with adequate planning and prudent utilization of available resources, it need not be an insurmountable one. Identifying medical service corps training needs, developing a training plan, and following through with planned activities are the areas that need emphasis. •

